

# **MEMORANDUM**

## MONROE COUNTY PLANNING & ENVIRONMENTAL RESOURCES DEPARTMENT

To:

Mayté Santamaria, Senior Director of Planning & Environmental Resources

Development Review Committee

From:

Devin Rains, Principal Planner

Mike Roberts, Senior Administrator of Environmental Resources

Date:

January 11, 2017

Subject:

Request for a Minor Conditional Use Permit in order to develop a proposed light industrial use involving an automobile repair facility at vacant parcels on the corner of Overseas Highway and First Street, Big Coppitt Key, Mile Marker 10,

Real Estate #s 00149380-000000 and 00149390-000000 (File # 2016-129)

**Meeting:** 

January 24, 2017

### I REQUEST

The applicant is requesting approval of a minor conditional use permit in order to develop a proposed light industrial use involving an automobile repair facility consisting of: a 4,250 square foot building with dimensions of 50 foot by 85 foot by 19 feet 2 inches tall consisting of automobile repair bays, storage, and related offices and waiting area. The development would include 13 parking spaces, landscaping, bufferyards, and other improvements.



Subject Property with Land Use District Overlaid (Aerial dated 2015)

1 2	II	BACKGROUND INFORMATION:
3 4		<b>Address:</b> Corner of Overseas Highway and First Street, Big Coppitt Key, Mile Marker 10 (Gulf side of the Overseas Highway)
5 6 7		<b>Legal Description:</b> Lots 1 and Lot 2, Block 1, Amended Plat of Coppitt Subdivision (Plat Book 4, Page 50), Big Coppitt Key, Monroe County, Florida, having real estate numbers 00149380-000000 and 00149390-000000
8		Real Estate Numbers: 00149380-000000 and 00149390-000000
9		Property Owner/Applicant: Delmar J. Lewis and Wayne D. Hehe
10		Agent: Barton W. Smith / Smith Oropeza Hawks
11 12 13		<b>Size of Site:</b> 00149380-000000 - 12,572 square feet commercial highway and 00149390-000000 - 7,500 square feet commercial highway for a total of 20,072 square feet (based on Monroe County's Property Record Cards)
14		Land Use District: Suburban Commercial (SC)
15		Future Land Use Map (FLUM) Designation: Mixed Use/Commercial (MC)
16		Tier Designation: III Infill Area
17		Existing Use: Vacant
18 19		<b>Existing Vegetation / Habitat:</b> Partially scarified with exotics and a small area of heavily disturbed salt marsh.
20 21 22		Community Character of Immediate Vicinity: Institutional, commercial retail, light industrial, and residential.
23 24	III	RELEVANT PRIOR COUNTY ACTIONS:
25 26		None.
27 28	IV	REVIEW OF APPLICATION:
29 30 31 32 33		Section 110-67 of the Monroe County Land Development Code (LDC) provides the standards which are applicable to all conditional uses. When considering applications for a conditional use permit, the Development Review Committee and Director of Planning & Environmental Resources shall consider the extent to which:
34 35 36		(1) The conditional use is consistent with the purposes, goals, objectives and policies of the Comprehensive Plan and this Land Development Code:
37 38 39		The proposed use is consistent with the purposes, goals, objectives and policies of the 2030 Comprehensive Plan and the Land Development Code.
40 41 42		Policies from the <i>Monroe County Year 2030 Comprehensive Plan</i> that directly pertain to the proposed use include but are not limited to:
43 44		Policy 101.5.6: The principal purpose of the Mixed Use/Commercial (MC) future land use category is to provide for the establishment of mixed use commercial land

use (zoning) districts where various types of commercial retail and office may be permitted at intensities which are consistent with the community character and the natural environment. Employee housing and commercial apartments are also permitted. In addition, Mixed Use/Commercial land use districts are to establish and conserve areas of mixed uses, which may include maritime industry, light industrial uses, commercial fishing, transient and permanent residential, institutional, public, and commercial retail uses.

This future land use category is also intended to allow for the establishment of mixed use development patterns, where appropriate. Various types of residential and nonresidential uses may be permitted; however, heavy industrial uses and similarly incompatible uses shall be prohibited. The County shall continue to take a proactive role in encouraging the preservation and enhancement of community character and recreational and commercial working waterfronts.

In order to protect environmentally sensitive lands, the following development controls shall apply to all hammocks, pinelands, and disturbed wetlands within this land use category:

- 1. only low intensity commercial uses shall be allowed;
- 2. a maximum floor area ratio of 0.10 shall apply to nonresidential development; and
- 3. maximum net residential density shall be zero.

<u>Policy 101.5.25:</u> Monroe County hereby adopts the following density and intensity standards for the future land use categories, which are shown on the FLUM and described in Policies 101.5.1 - 101.5.20 [Section 163.3177(6)(a)1.,F.S.].

Future Land Use Densities and Intensities					
Date I dill G	Reside	Nonresidential	Minimum Open Space		
Future Land Use Category And Corresponding Zoning	Allocated Density <sup>(a)</sup> (per upland acre)	Maximum Net Density (a) (b) (per buildable acre)	(a) (b) Maximum Intensity		
Mixed Use/Commercial (MC) <sup>(O(g)</sup> (SC, UC, DR, RV, MU and MI zoning)	1 du (DR, MU, MI) 3 du (SC) 6 du (UC) Commercial Apartments (RV) (a)	2 du (MI) 6-18du (SC) <sup>(k)</sup> 12 du (UC) 12-18 du (MU) <sup>(k)</sup> 18 du (DR)	0.10-0.45 (SC, UC, DR, MU) <2,500 SF (RV) 0.30-0.60 (MI)	0.20	
	5-15 rooms/spaces	10-25 rooms/spaces			

(2) The conditional use is consistent with the community character of the immediate vicinity of the parcel proposed for development:

The community character of the immediate vicinity is a mix of uses including institutional, commercial retail, light industrial, and residential. The proposed use is consistent with the community character.

(3) The design of the proposed development minimizes adverse effects, including visual impacts, of the proposed use on adjacent properties:

As per LDC Section 130-93, light industrial uses in the Suburban Commercial land use district are permitted as a minor conditional use if the parcel proposed for development is separated from any established residential use by at least a class C bufferyard. The adjacent and neighboring properties do not have an established residential use; therefore, a class C bufferyard is not required. However, a class D district boundary bufferyard is required along the northwest property line along the Improved Subdivision (IS) land use district. This is consistent with the requirements of the Land Development Code and minimizes visual impact of the proposed development

The proposed development is oriented such that the building frontage and parking is toward U.S. 1 and First Street. This orientation minimizes adverse effects, including visual impacts, of the proposed use on adjacent properties.

(4) The proposed use will have an adverse impact on the value of surrounding properties:

It is not anticipated that the proposed development will have an adverse impact on the value of the surrounding properties.

(5) The adequacy of public facilities and services, including, but not limited to:

### 1. Roadways:

Level of Service (LOS): A traffic study was provided by KBP Consulting, Inc. The projected trip generation and level of service of Overseas Hwy/U.S. 1 directly affect whether or not the redevelopment may be permitted or prohibited. According to the 2015 U.S. 1 Arterial Travel Time and Delay Study, Segment 3 of U.S. 1 had a level of service of "B" and has a maximum reserve capacity of 1,292 trips. The traffic study submitted by the applicant shows an increase of eighty (80) daily vehicle trips to and from the site based on the proposed development, which is well under the number reserve trips available, therefore the level of service is adequate.

<u>Localized Impacts & Access Management</u>: The site currently does not have vehicular access onto U.S. 1, and the applicant is not proposing any new access along Overseas Highway/U.S. 1.

The Public Works Department shall review any proposed work within County public rights-of-way. The applicant has proposed a new access drive along First Street. The Department maintains the right to request revisions as it carries out its review of any application for an access permit. It is the responsibility of the applicant to obtain all

required permits before starting work. In addition, new access drives must be designed in accordance with the Land Development Code, which is addressed later in this report.

- 2. Stormwater: The applicant has submitted drainage plans with the Conditional Use application. A stormwater management plan consistent with the requirements of Monroe County Land Development Code Section 114-3(h) must be submitted at time of building permit application.
- 3. Sewer: The property has access to central wastewater. A letter of coordination with the Florida Department of Health dated August 9, 2016 was submitted with the application.
- 4. *Water*: The applicant has contacted, and shall coordinate with the Florida Keys Aqueduct Authority. A letter of coordination with Florida Keys Aqueduct Authority dated August 8, 2016 was submitted with the application.
- 5. *Refuse Disposal*: The site plan shows the location, size, and configuration of the required solid waste/recycling collection area. A letter of coordination with Monroe County Solid Waste dated August 3, 2016 was submitted with the application.
- 6. *Emergency Management*: The applicant has submitted a letter of coordination from the Office of the Fire Marshal, email dated August 3, 2016, indicating no objection to the proposed development.
- (6) The applicant for conditional use approval has the financial and technical capacity to complete the development as proposed and has made adequate legal provision to guarantee the provision and development of any open space and other improvements associated with the proposed development:
  - Staff has no evidence to support or disprove the applicant's financial and technical capacity. No legal provisions related to open space or other improvements are required by the County LDC.
- (7) The development will adversely affect a known archaeological, historical, or cultural resource:
  - The proposed redevelopment will not adversely affect a known archaeological, historical, or cultural resource.
- (8) Public access to public beaches and other waterfront areas is preserved as part of the proposed development:
  - The property is not located adjacent to any public beaches or other waterfront areas. Therefore, the proposed development will not have an adverse impact on public access to a waterfront area.

- (9) The proposed use complies with all additional standards imposed on it by the particular provision of this Land Development Code authorizing such use and by all other applicable requirements:
  - 1. Residential Rate of Growth Ordinance (ROGO) (Section 138-19 Section 138-28): *Not applicable.*

The proposed development plan does not include any residential use.

2. Non-Residential Rate of Growth Ordinance (NROGO) (Section 138-47 – Section 138-56):

The proposed development plan includes an automobile repair facility consisting of 4,250 square feet of new nonresidential floor area. The proposed 4,250 square feet shall be subject to the NROGO permit allocation system per LDC Section 138-49.

As defined in Monroe County Land Development Code Section 138-47, *nonresidential floor area* means the sum of the total floor area for a nonresidential building or structure, as defined in Monroe County Land Development Code Section 101-1.

3. Purpose of the SC District (Section 130-43): *In compliance*.

The purpose of the SC district is to establish areas for commercial uses designed and intended primarily to serve the needs of the immediate planning area in which they are located. This district should be established at locations convenient and accessible to residential areas without the use of U.S. 1.

4. Permitted and Conditional Uses (Section 130-93): *In compliance*.

In the SC district, light industrials use may be permitted with a minor conditional use permit, provided that:

- a. The parcel proposed for development does not have an area of greater than two acres;
- b. The parcel proposed for development is separated from any established residential use by at least a class C bufferyard; and
- c. All outside storage areas are screened from adjacent use by a solid fence, wall or hedge at least six feet in height.

In the SC district, light industrials use may be permitted with a minor conditional use permit. Definitions related to light industrial use as found in LDC Section 101-1 – Definitions are as follows:

Heavy industrial use means an industrial use with greater than average potential impacts on the environment and that is characterized by significant impacts on adjacent uses in terms of noise, hazards and odors, such as junkyards, marine

railways and dry docks, bulk petroleum storage, and resource extraction where more than 20 percent of the use takes place outside of an enclosed building or where exterior storage equals or exceeds building floor area.

*Industrial use* means a use devoted to the manufacture, warehousing, assembly, packaging, processing, fabrication, storage or distribution of goods and materials whether new or used or the substantial refinishing, repair and/or rebuilding of vehicles or boats.

*Light industrial use* means an industrial use that is not a heavy industrial use. See "Industrial use."

The combined area of the two parcels is less than two acres. The adjacent and neighboring properties do not have an established residential use; therefore, a class C bufferyard is not required. No outside storage area has been proposed. The proposed use is consistent with the definition of light industrial use. The proposed use is consistent with the requirements of Section 130-93 for light industrial use in the SC land use district and requires a minor conditional use permit.

5. Maximum Residential Density and Nonresidential Land Use Intensities (LDC Sections 130-157, 130-162 & 130-164): Compliance to be determined.

The proposed development plan does not include any residential use.

The proposed development includes 4,250 square feet of new nonresidential floor area that would be subject to the floor area ratio. In the SC land use district, the Maximum Floor Area Ratio for light industrial use is 0.30.

In the MC Future Land Use category, pursuant to Policy 101.5.6 2. a maximum floor area ratio of 0.10 shall apply to nonresidential development in disturbed wetlands within this land use category (MC). The site contains a small area of disturbed salt marsh wetlands. The wetlands will need to be delineated and shown on the site plan to determine compliance with this policy.

Therefore, the maximum allowed floor area allowed is yet to be determined. The property consists of 20,072 square feet total area. The calculation of maximum floor area is: ((total area 20,072 square feet minus the area of wetland) multiplied by the ratio of 0.30)) plus (area of wetland multiplied by the ratio of 0.10) equals the maximum floor area.

In the SC district, the floor area allowed for the use proposed is as follows:

Land Use	Floor Area Ratio	Site Area	Maximum Allowed	Amount of Floor Area	Potential Used
Light Industrial	( <i>FAR</i> ) 0.30	(S.F.) TBD*	TBD	(S.F.)	(%)
Disturbed Wetland	0.10	TBD*	TBD		
Total	TBD	4,250	TBD		

<sup>\*</sup>Wetland delineation required in order to determine area

It is estimated that greater than 14,200 square feet of site area will not be delineated as disturbed wetland. Using this estimation, 14,200 multiplied by 0.30 FAR equals 4,260 of allowed floor area (exceeding the proposed floor area). The area of disturbed wetland would also contribute allowed floor area at 0.10 FAR. It is estimate there would be adequate allowed floor area for the proposed development. These are estimates only. The wetlands will need to be delineated and shown on the site plan to determine compliance with this policy.

6. Required Open Space (LDC Sections 118-9; 118-12; 130-157; 130-162; & 130-164): *In compliance*.

In the SC district, there is a general required open space ratio (OSR) of at least 0.20 or 20%. According to the site plan submitted with this application, the property consists of 20,072 square feet of upland area. Therefore, 4,014 square feet of upland is required to remain as open space. According to the site plan submitted with this application, 8,486 square feet of open space (or 0.42 OSR) is proposed.

7. Required Setbacks (LDC Sections 118-12 & 130-186): In compliance.

In the SC district, the required non-shoreline setbacks are as follows:

Land Use District/ Land Use		Secondary Front Yard	Side Yard	Side Yard	Rear Yard
SC	(ft.)	(ft.)	(ft.)	(ft.)	(ft.)
	25	15	10	5	10

The subject property is located on the northwest corner of Overseas Highway (U.S. 1) and First Street. The property has a required Primary Front Yard setback of 25 feet along the U.S. 1 right-of-way. The property has a required Secondary Front Yard setback of 15 feet along the First Street right-of-way. A secondary side yard setback of 5 feet is required along the southwestern property line, which is the side opposite from First Street. A 10-foot rear yard setback is required along the northwestern property line, which is the side opposite from U.S. 1. No primary side yard setback is required.

The site plan demonstrates compliance with the required setbacks.

- 8. Shoreline Setback (Section 118-12): Not applicable.
- 9. Maximum Height (Section 130-187): In compliance

No structure or building shall be developed that exceeds a maximum height of 35 feet. The structure has a proposed height of 19'-2" above existing grade elevation of 3.0 (NGVD 29). Per LDC Section 101-1 "Grade means the highest natural elevation of the ground surface, prior to construction, next to the proposed walls of a structure, or the crown or curb of the nearest road directly adjacent to the structure, whichever is higher." This is consistent with the survey provided.

10. Surface Water Management Criteria (Section 114-3): In compliance

The revised plans (dated 12/23/2016) include a combination of swales and trench drain that meet the water quantity and water quality criteria in Section 114-3.

11. Wastewater Treatment Criteria (Section 114-5): in compliance

The property has access to central wastewater. A letter of coordination with the Florida Department of Health dated August 9, 2016 was submitted with the application.

12. Fencing (Section 114-20): Not applicable.

Fencing is not being reviewed as part of this application. Any new fencing shall be reviewed independently for compliance as an accessory structure/use under a building permit application.

13. Floodplain Management (Sections 122-1 – 122-6): Full compliance to be determined upon building permit application review.

The site is designated within AE-10 flood zone on the Federal Emergency Management Agency (FEMA) flood insurance rate maps. All new structures must be built to floodplain management standards that meet or exceed those for flood protection. Nonresidential structures in AE zones must be flood proofed a minimum of 1 foot above the base flood elevation for this type of use. Full compliance to be determined upon building permit application review

14. Energy Conservation Standards (Section 114-45): Full compliance to be determined upon building permit application review.

The development proposal includes the following required energy conservation measures: the installation of native plants in required landscaping, which will reduce the requirements for water and maintenance; and the installation of shade trees, which will provide shade for parking areas.

Not enough information was provided to determine if the development proposal includes the following required energy conservation measures: prohibition of deed restrictions or covenants that would prevent or unnecessarily hamper energy conservation efforts; installation of energy-efficient lighting for streets, parking areas, recreation areas, and other interior and exterior public areas

Note: Structural energy conservation standards would be applicable for the proposed office building.

15. Potable Water Conservation Standards (Section 114-46): Full compliance to be determined upon building permit application review.

The proposed building does not include shower facilities.

16. Environmental Design Criteria and Mitigation Standards (Section 118-6, 118-7 & 118-8): Compliance to be determined.

The subject parcel was recently dominated by Australian pines which were removed. The parcels are currently a mix of exotics, scarified uplands and heavily disturbed buttonwood/salt marsh wetlands. The wetland on the parcels was identified in the County's Advance Identification of Wetlands (ADID) and assigned a KEYWEP Score of 3.1. In accordance with Section 118-10(4)f. low functional capacity wetlands are those wetlands that score less than 4.6 or are assigned a green-flag designation as suitable for development. These wetlands are suitable for development with appropriate mitigation. Wetlands determined by KEYWEP to have moderate or low functional capacity (those wetlands that score below 7.0 or are assigned a green flag) are suitable for filling with appropriate mitigation, as determined by the Florida Department of Environmental Protection (DEP) and the U.S. Army Corps of Engineers (ACOE). All such projects shall require documentation that all aspects of DEP and ACOE mitigation have been satisfied prior to commencement of construction.

17. Required Off-Street Parking (Section 114-67): Full compliance to be determined.

The development would be subject to the following off-street parking requirements:

Specific Use Category	Minimum Required Number of Parking Spaces Per indicated Unit of Measure	Quantity of Proposed Service/Repair Bays or Floor Area	Required Spaces	Proposed Spaces
Repair and or servicing of vehicles	3.0 spaces per service/repair bay; or 3.0 spaces / 1,000 SF nonresidential floor area within building, whichever is greater, the service/repair bays shall not be counted as parking spaces	3 Bays  4,250 square feet of floor area	9 spaces 13 spaces	13 spaces
TOTAL	parking spaces	1	13 spaces	

The calculations are based on the description and calculations provided by the applicant stating that the proposed number of service/repair bays is three (3). Although there are three (3) overhead doors, the configuration and size of the interior repair area could accommodate more than three (3) service/repair bays. If more bays are proposed, then the number of required parking spaces would increase. If the

number of service/repair bays is the same as the number of overhead doors, then the off-street parking would be in compliance. Thirteen (13) parking spaces are proposed, which is sufficient for four (4) service/repair bays. No interior details regarding repair equipment were provided in order to confirm the number of service/repair bays.

Staff recommends, prior to approval of the Minor CUP, the application clarify the proposed number of service/repair bays and submit revised plans with interior details as needed.

Bicycle parking is indicated on the site plan as required per LDC Section 114-67(k).

18. Required Loading and Unloading Spaces (Section 114-69): In compliance.

All nonresidential uses with a gross floor area of 2,500 to 19,999 square feet are required to have one 11 feet x 55 feet loading and unloading space. The proposed site plan shows one loading and unloading space of 11 feet by 55 feet.

19. Required Landscaping (Sections 114-99 –114-105): In compliance.

The SC District requires a Class 'A' parking lot landscaping standard. The revised plans meet the requirements of the Class A standard for the 13 spaces provided. However, staff strongly recommends that the landscape plan be modified to include shrubs and understory trees be provided in the perimeter landscape areas rather than concentrated in the islands.

20. Scenic Corridors & Bufferyards (Sections 114-124 –114-130, 130-93): In compliance.

A Class C major street buffer is required adjacent to U.S. 1. A Class C buffer may be 10 feet, 15 feet, 20 feet or 25 feet in width. The revised plans include the required buffer (10 feet) with the appropriate plant densities.

Land use district bufferyards are required. As per Section 130-93(b)(7)b., light industrial uses are permitted as minor conditional uses in the SC land use district provided that "the parcel proposed for development is separated from any established residential use by at least a class C bufferyard." The adjacent and neighboring properties do not have an established residential use; therefore, a class C bufferyard is not required. The 10-foot rear yard setback coincides with a required Class D district boundary buffer which is depicted on the revised plan with the appropriate plant densities.

21. Outdoor Lighting (Sections 114-159 – 114-162): Full compliance to be determined upon building permit application review.

 The proposed outdoor lighting is not being reviewed as part of this application. It shall be reviewed independently for compliance as an accessory use under a building permit application.

22. Signs (Sections 142-1 – 142-7): Full compliance to be determined upon building permit application review.

Signage is not being reviewed as part of this application. It shall be reviewed independently for compliance as an accessory use under a building permit application.

23. Access Standards (Sections 114-195 –114-201): In compliance.

The Public Works Department shall review any proposed work within County public rights-of-way. The applicant has proposed a new access drive along First Street. The Department maintains the right to request revisions as it carries out its review of any application for an access permit. It is the responsibility of the applicant to obtain all required permits before starting work. In addition, new access drives must be designed in accordance with the Land Development Code.

24. Solid Waste / Recycling (Section 114-21): Compliance to be determined.

Any nonresidential development requiring a certificate of occupancy or certificate of compliance shall make adequate provision for a recycling collection area. For nonresidential buildings consisting of 0 to 5,000 SF of floor area, there shall be at least one collection area of at least 82 square feet. The site plan shows a solid waste/recycling collection area of 84.5 square feet. Pursuant to LDC Section 114-21(7) Location, "The collection area should be designed to be easily accessible by all collection vehicles." The collection area is located behind the accessible parking space and will not be reachable by a collection vehicle. The containers shown in the site plan appear to be individual containers intended for curb-side collection. Please provide clarification that the collection vehicle can access the containers during the collection process. A letter of coordination from Will Thompson, Monroe County Director of Solid Waste states "I have reviewed your plans for lots 1 and 2, 1ast Street, Big Coppitt Key, and have no objections to this project."

25. Accessibility (Chapter 533, Florida Statues): Full compliance to be determined upon submittal to Building Department.

All standards and requirements of the American with Disabilities Act (ADA) must be met.

## V RECOMMENDED ACTION:

Staff recommends approval with the following conditions:

- 1. Prior to the issuance of any development order approving the minor conditional use permit, the applicant shall submit a revised a site plan with the following:

  3. The limits of the disturbed wetlands on the site with the area (square footage)
  - a. The limits of the disturbed wetlands on the site with the area (square footage) included.
  - b. Revised floor area ratio calculations based on the presence of disturbed wetlands.
  - c. Clarify number of proposed service/repair bays in order to determine if off-street parking is in compliance.
  - d. Demonstrate compliance with the location standards per LDC Section 114-21(7) for solid waste and recycling. Provide clarification that the collection vehicle can access the containers during the collection process.
  - 2. A minor conditional use permit is not a final approval for certain development. The applicant shall obtain a building permit(s) for any improvement requiring such an approval.
  - 3. The scope of work has not been reviewed for compliance with Florida Building Code. Prior to the issuance of Building Permits, new development and structures shall be found in compliance by the Monroe County Building Department, Floodplain Administrator, and the Office of the Fire Marshal.
  - 4. The Public Works Division shall review any proposed work within County public rights-of-way and the Division maintains the right to request revisions as it carries out its review of any application for an access permit. It is the responsibility of the applicant to obtain all required permits before starting work.

### VI PLANS REVIEWED:

- 1. Site Plan, Floor Plan, and Elevations signed and sealed by Allen Perez, Perez Engineering & Development Inc., 12/7/2016.
- 2. Boundary Survey by Island Surveying, Inc., Frederick Hilderbrandt, Surveyor revision date 9/30/2015.
- 3. Traffic Study by KBP Consulting, Inc. November 23, 2016